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ABSTRACT

Now completing its second year, the Partnership for Rural Improvement (PRI) is a four year rural development program funded by the W. K. Kellogg Foundation. Its fundamental purpose is the development of a linkage system connecting the research and development of knowledge about rural improvement with the dissemination and use of that knowledge. The first year of the project was used to build agreements which solidified an organizational structure among participating public service agencies, educational institutions, and elected officials; the second year implemented the structure through local and regional projects and began organizational development within institutions of higher education to insure the program's future. This second annual report is divided into four sections: (1) Program Development, which describes activities in PRI's four program areas of organizational development, interorganizational coordination, project development, and education and materials development; (2) Program Analysis, which discusses participants' experiences in creating significant models for rural improvement; (3) Financial Management, which lists expenditures of grant funds and the anticipated budget, and (4) Future Directions, which states goals and objectives for the coming year, e.g., identifying things learned from rural planning experiences and emphasizing development of testable hypotheses. (DS)

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Annual Report

1977-1978

PARTNERSHIP FOR RURAL IMPROVEMENT

Annual Report, 1977-1978

for the

W. K. KELLOGG FOUNDATION
Battle Creek, Michigan

prepared by

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Washington State University
Pullman, Washington
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ABSTRACT

The Partnership for Rural Improvement (PRI) has completed the second program year. It is a rural development program funded at $947,580.00 by the W. K. Kellogg Foundation for a four-year period. The first year was characterized by the building of agreements which solidified an organizational structure among participating public service agencies, educational institutions, and elected officials. The second year might be characterized as the implementation of the structure through local and regional projects, and the beginning of organizational development within institutions of higher education to insure the future of the program.

PRI has defined four program areas: organizational development, inter-organizational coordination, project development and educational and materials development. Organizational development efforts directed toward promoting institutional change supportive of PRI have been undertaken at Washington State University, Eastern Washington University, and the three participating community colleges. Work within these institutions is based upon both careful planning and opportunities which have emerged over the course of the past two years. Washington State University and Eastern Washington University have committed staff time in addition to that supported by the grant. The joint appointment arrangement between the community colleges and WSU remains firm.

The inter-organizational agreements which initiated the program remain strong without major changes in structure or operating procedure. The Regional Coordinating Committee (RCC), Sub Regional Committees, WSU

Administrative Council, WSU Advisory Committee, and PRI Staff continue to be the primary organizational units of the program.

Project development activities have grown substantially over the past year. Many projects are presently underway at various stages of completion. These involve work with citizens on community organization, training for public service professionals and citizens, and educational packages on selected topics. Project activities have been well received.

The educational and materials development program area supports organizational development, inter-organizational coordination, and project development efforts. It also provides a mechanism for reporting activities and ideas to audiences outside of PRI. Products being developed intended for programmatic use include adapted Rural Futures Development program materials and a program associate manual from the Northwest Regional Educational Laboratory.

Analyses of the program over the first two years suggest several key issues: 1) whether project activities sufficiently involve higher educational institutions, 2) how projects are identified and selected within PRI, 3) is the role of the field-based program associate to continue in its present form, 4) what are optimal levels of coordination in a program such as PRI and 5) how to cope with internal and external changes as the program matures. As yet, resolution of these issues has not yet been realized. They require continuous examination by participants and staff. How these and other issues are treated will likely be key elements to a successful program.

INTRODUCTION

This is the second Annual Report to the W. K. Kellogg Foundation on the progress of the Partnership for Rural Improvement (PRI). PRI has developed and refined its program dimensions over the past year. This report is organized much like last year's except that little discussion is devoted to describing program goals and organizational structure. These have not substantially changed during the year, and the reader wishing detailed information is referred to the 1977 Annual Report.

This report is organized into four major sections: Program Development, Program Analysis, Financial Management, and Future Directions. The Program Development section is a narrative description of activities in four program areas: organizational development, inter-organizational coordination, project development, and education and materials development. The Program Analysis section presents a discussion of PRI based upon the major issues which have arisen midway through the W. K. Kellogg-supported portion of the program. It is based upon the experiences of participants in their attempt to create a significant model for rural improvement. The Financial Management section describes PRI's expenditures through the fiscal year 1977-1978 and the anticipated resources for the coming year. Future Directions are presented in the final section. Such includes a statement of goals and objectives for the coming year.

I. PROGRAM DEVELOPMENT

PRI has defined four program areas: organizational development, inter-organizational coordination, project development, and educational and materials development.

Organizational development activities are directed toward enhancing or stimulating responses by participating institutions which reflect the stated goals of PRI. Inter-organizational coordination refers to program activities directed toward increasing the frequency and quality of interaction among participating institutions and agencies in order to promote cooperative efforts and reduce duplication. Project development activities are directed toward encouraging and increasing public community problem-solving capacity primarily through educational means. The educational and materials development program area is designed to complement and aid in the previously defined areas through the adaptation and creation of applied products. All program areas in practice are interrelated. In many respects, they are complementary, and most activities contain elements of each.

For convenience, this section is organized with a classification of PRI activities into the four program areas. The rationale for placing projects into a particular category is based upon judgments of their primary emphasis. The narrative which follows describes only major activities within each program area. It does not describe the many less visible activities on the part of staff and partners which undoubtedly contribute to the program.

Organizational Development

Organizational development efforts directed toward promoting institutional change supportive of PRI have been undertaken at Washington State University, Eastern Washington University, and Wenatchee Valley College. These efforts are based upon rationale developed from numerous staff discussions and formulated in two draft documents. Work within these institutions is based upon both careful planning efforts and opportunities which have emerged over the course of the past two years.

At WSU over the past year, the Administrative Council of Deans and the Advisory Committee, which were formed in PRI's first year, have participated in discussions and given their support to a PRI staff-recommended strategy for organizational development within that institution. Both groups have been kept informed and have examined present and potential means for responding to project activities.

The development strategy at WSU was proposed in order to improve the integration of teaching, research, and public service and thereby increase WSU's responsiveness to rural needs. The strategy is based upon the premises that: 1) the commitment to continuation and expansion of successful PRI functions is firm, 2) evidence of service demand and successful delivery needs to be provided, 3) there is need for more on-campus faculty awareness and involvement, and 4) the university's reward system will have to change for support to occur.

The strategy involves: 1) an appraisal of current program activities in the public service area, 2) an examination of the desired university public service roles as perceived by various audiences including

administration, faculty, and the public, 3) the analysis of current programs, including PRI, in light of the desired public services roles, and 4) recommendations to the central administration from the Administrative Council based upon the analysis.

In addition to acceptance of a development strategy, other signs of commitment toward PRI programming concepts are emerging. As of July 1, 1978, the gradual reduction of Kellogg Foundation support as provided for in the grant begins. The Colleges of Agriculture and Education have reaffirmed their commitment toward the program by assuming 25% of the salary and support costs of the FTE's within their units.

Further evidence is departmental commitment of faculty without PRI appointments. Three faculty members from the Cooperative Extension Service and one from the College of Education are devoting portions of their time as affiliated PRI staff.

Another important development over the past year is a proposal for a continuing education center and facility at WSU. The proposal suggests a facility housing a variety of programs and functions. Communication between the Director of Development and the PRI Program Administrator has been fruitful. PRI offers an important programming concept and direction for such a facility that should be attractive to potential funding sources. The PRI Program Administrator belongs to a university-wide planning committee working toward development of such a center.

Two curricula proposals at WSU, if accepted, will provide support for the public service emphasis of PRI. First, a Master's Degree in Regional Planning--a multidisciplinary degree program--is under review

by the Council on Post-Secondary Education. Second, application has been made by the Department of Sociology for a training grant which would expand the present Ph.D. program by offering an applied option in community problem-solving.

At Eastern Washington University, 80% of the .5 FTE for the PRI Campus Coordinator at the Center for Urban and Regional Planning has been assumed by that institution. Also, the School of Human Learning and Development has matched the existing PRI-supported .25 FTE, bringing the contribution of that unit to a .5 FTE. PRI will continue to support the .25 FTE in the School of Social Work.

In addition, three proposals at EWU show commitment toward programming akin to PRI. First, a School of Public Affairs has been planned over the past year for implementation in the fall of 1978. The units directly involved are Planning, Public Administration, Government, Economics, and Criminal Justice. The broad intent of the proposal is to bring a more integrated education, research, and service-delivery system to the public. A complementary proposal is a University Center for Applied Research with the intent of facilitating university-wide applied research activity. PRI's role in both these developments is through its Campus Coordinator, who sits on a small select committee which has been providing direction for these developments.

A final activity at EWU is a proposal submitted to expand training in the Department of Public Administration to include a specialization in community development. Such means curriculum development along PRI lines with the addition of a community development course.

At Wenatchee Valley College, PRI has had the opportunity this year to assist with planning efforts directed toward enhancing the college's community service program. A request on behalf of the college president was received through the Director of the WVC Okanogan Education Center, who serves on one of three committees involved in the effort and who is also the chair of the PRI Western Sub-Region. Meetings have been held with these committees and the president to discuss organizational development strategies and the role of PRI in such activity. Planning activities will resume this fall. The president has indicated his continued interest in the involvement of PRI to aid in this process.

In addition to the above-mentioned organizational development activities, continued support exists among the community colleges for their portion of the joint appointment of field-program associates. A new field-program associate was hired this year and located at Wenatchee Valley College. The community colleges continue to contribute office space, telephone, and clerical assistance for these positions.

Inter-Organizational Coordination

A major accomplishment in PRI's first year was the establishment of the coordinative structure to manage the program. The details of that experience are examined in the 1977 Annual Report. The organizational arrangements and agreements established during that first year have continued into the second year without major changes in structure or operating procedures. The Regional Coordinating Committee (RCC), Sub-Regional Committees, WSU Administrative Council, WSU Advisory Committee, and PRI

Staff continue to be the primary organizational units of the program.

The Regional Coordinating Committee has met regularly during the year. In October, 1977, a PRI Planning Conference/Retreat was held for RCC members, PRI staff, and invited participants. The meeting provided an opportunity to assess past accomplishments and to chart future direction for PRI. A number of accomplishments were noted, and agreement was reached to continue the program emphasis projected in the Future Directions portion of the 1977 Annual Report.

The roles and functions of the Regional Coordinating Committee will be examined this summer in accordance with guidelines established and agreed upon last year. Under exploration will be the expansion of the committee's functions by an integration with a rural development program at WSU (Rural Development Act, 1972, Title V). The committee's relationships to the total PRI program will also be examined.

The joint-appointment arrangement between WSU and the community colleges was expanded this year to include Wenatchee Valley College. There are now three full-time program associates with 55% WSU and 45% community college appointments. This arrangement continues to be PRI's primary link for locally initiated projects. Additionally, two sub-regions continue to have program assistants with the other sub-region employing student interns at its offices in Spokane and in Newport.

The Sub-Regional Committees in conjunction with the program associates have initiated a numer of activities which are treated in detail under Project Development in this report. Activities of varying nature and scope have begun, and a number of projects have been completed.

In addition to the maintenance and expansion of current coordinative arrangements, PRI has begun a working relationship with the Western Rural Development Center (Corvallis, Oregon) and the Northwest Center for Community Education (Eugene, Oregon). These initial relationships were established through a PRI-sponsored community education and rural development workshop held in the spring at Pullman.

Project Development

Project development activities have grown substantially over the past year. Many projects are presently underway at various stages of completion. For ease of presentation, this program area is subdivided into four additional categories according to the primary intent of the project under discussion. The categories are: Community Services and Facilities, Growth Impact, Community Organization, and Education on Selected Topics. A brief narrative sketch of all completed or currently active PRI projects is presented below.

Community Services and Facilities

Two community services- and facilities-related projects were completed during the past year. The Liberty School District, faced with a problem of two geographically separated and antiquated school facilities serving the district, asked for PRI assistance on means of arriving at a decision which would minimize emerging community conflict. Two program associates worked with citizens and school officials to address the issues involved. A videotape film was produced which discusses the situation faced by the

community. Interviews were held at the two schools with several citizens and school officials. The narrated film resulting from these interviews was used to present the relevant issues in a non-threatening manner to the school board and citizen meetings. In this way, the implications of alternative courses of action were widely disseminated in the district.

Another project has involved the development of post-secondary education services in the Colville Valley. A citizen group from the city was aided by a program associate to pursue the feasibility of course offerings in the region. The program associate helped bring together the relevant parties from Spokane Community College District #17 who were persuaded of the need. As a result, course offerings have been established earlier than would have been anticipated. Presently, a full complement of business courses are offered, and the district is planning a permanent full-time center, including a physical structure, to serve the Colville Valley.

Growth Impact

The northeastern region of Washington may be significantly impacted if a major copper-mining development on the Colville Indian Reservation at Keller is realized. The area impacted by such a development is one of the least populated in the state, and a large copper mine would have direct and indirect effects on the surrounding area, not the least of which would be population growth. Ferry County commissioners, cognizant of the potential for change, have requested educational and technical assistance from PRI in anticipation of such a development. Presently,

activities are in the planning stage with a firm commitment on behalf of PRI to provide the commissioners with the desired assistance. The project will require the cooperation of several agencies in planning for the anticipated growth.

A parallel request stemming from the same development has been made by the planning staff of the Colville Confederated Tribes on whose land the development would take place. Again, the nature of the assistance is both technical and educational and, at present, is in the initial stages with plans being negotiated.

Community Organization

A number of projects fall into the category of community organization. These involve citizens, public officials, and agency personnel. Four of the projects are currently in progress with an additional two in their initial stages.

Bridgeport is the location of a project whereby community organization is being brought about through focusing on the community school concept as the organizing principle. Individuals within the PRI Sub-Regional Committee, together with citizens of Bridgeport, are exploring the concept in relation to the problems facing this small rural community. Plans include promoting the establishment of a citizens' council with which the PRI Sub-Region might work in identifying relevant issues to be addressed.

The city and surrounding area of East Wenatchee are experiencing growth. The Chamber of Commerce requested help from the University of Washington to explore growth-related issues. PRI became involved in the spring of 1976

after the University of Washington had to withdraw because of lack of funding. A series of community meetings were organized to determine a desired strategy for identifying and resolving community problems. Two task forces resulted from this effort. One has explored the possibility of changing the name of the city. The other is in the process of gathering information on traffic safety and control. PRI has assisted this community effort primarily by means of consultation.

Separate projects in community organization are proceeding in Royal Slope and Othello. The Royal Slope area contains the small town of Royal City. PRI's initial involvement was working with the major and the Chamber of Commerce. Community meetings were subsequently held, and three issues were identified: increasing communication facilities for the Royal Slope area, economic development, and the need for public facilities and services. A community group known as the Royal Slope Development Association was formed and has established three sub-committees to research the defined issues. The communications committee is exploring the possibility of establishing a weekly newspaper and has applied for a license to install a public television transmitter. The economic development committee has been exploring the feasibility of a cannery. Questions concerning the purchase of equipment and satisfying regulatory matters are under investigation.

Similar activities are underway in Othello. In this case, the Greater Othello Development Council has been formed, primarily through the efforts of a local arts commission in consultation with the local program associate. Three areas of interest have been identified by the council: a community

center, land-use planning, and public service. The building of a multipurpose community center is being aided by architecture students from WSU. They agreed to use the concept of a multipurpose center as a design project and have constructed a model for the development council. The council is currently gathering information to address the identified need for land-use planning in the Othello area and has identified electricity and sewage disposal for the suburbs as public service needs.

The planning commission in the small town of Reardon contacted PRI for assistance. A survey of community attitudes about a number of issues is being conducted as part of preparation for a comprehersive plan. A similar community development effort is beginning in Nespelem at the request of the mayor. In this case, a town-hall meeting was organized with the help of a program associate to begin the planning process, and a steering committee has been formed.

Another project has as its goal education among decision-makers in small communities on effective means for community development and planning. Two steering committees have been formed composed of citizens, planners, and PRI staff in the Spokane area. One committee is assigned to collect and develop topical educational materials. The other is working to plan workshops for interested individuals. The group has already organized one workshop on community development and planning and will continue to develop and adapt appropriate educational materials.

Education on Selected Topics

A number of educational programs have been completed, and two

significant educational events are in the planning stage. The second region-wide PRI Public Forum was held in February in Wenatchee. This year's theme was "decision-making for rural improvement." The two-day forum contained a variety of sessions and presentations. Approximately one hundred individuals from educational institutions, public service organizations, local government, and citizen groups attended. By both formal and informal assessments, this year's forum was a very successful event.

The opening session featured State Senator Bruce Wilson of Omak and Washington's Seventh Legislative District. He delivered an insightful address on decision-making and the role of higher education in rural areas. Sessions during the day addressed the topics of: public participation in decisions, leadership development, community education, and growth impact. The first day was concluded in the evening by Dr. Robert Johnson's discussion of the Minnesota Countryside Council. The second day involved workshops and presentations on current and potential development projects impacting the PRI region.

Another educational event of a regional nature was a community education and rural development workshop held at Pullman in early May. The objectives of the workshop were to: 1) orient workshop participants on the concept of community education, 2) examine the potential role of community education as a contributor to rural planning and development programs, and 3) examine the role of institutions and PRI in strengthening rural planning and development by supporting and broadening community education as a local developmental mechanism. The program was conducted

over two days and attended by some thirty individuals with professional interest in this topic.

Educational events of a more local nature have also been completed. A four-session group-facilitation workshop was given in Grant and Adams counties. The sessions were held for agency personnel interested in enhancing their skills in dealing with audiences they serve as professionals.

In the Spokane area, a similar program was attended by government personnel and citizens. Six workshops with guided field experiences were offered in process facilitation with college credit given at EWU. The members of the PRI staff, who organized and taught in the effort, were appointed adjunct faculty to EWU.

A planning and community development short course was held and credit given through the Community College District 17. This short-course grew from PRI staff work undertaken with citizens and planners in the Spokane area, as discussed earlier.

Two educational activities in their initial stages involve work with four cities: Brewster, Pateros, Mansfield, and Bridgeport. One is a training course for city council members in response to a direct request for help. The other is a plan for leadership training for residents of this quad-city area. The latter request originated through contacts by city council members at this year's PRI Public Forum.

In Lincoln County, a forum is being planned in cooperation with the American Association of University of Women. The forum will discuss the contribution of women in rural areas from a historical and contemporary

perspective. Support will be solicited from units within WSU, EWU, University of Idaho, Community College District 17, and Cooperative Extension.

In addition, PRI has cooperated on educational programs by the Planning Association of Washington (PAW) and the University of Washington's Office of Community and Organizational Development. PAW short-course materials on planning were used in Grant and Adams counties. This spring in the Wenatchee area, a two-day energy forum was presented by the Office of Community and Organizational Development to which PRI contributed staff for organization. The energy forum was attended by fifty individuals from private industry, labor, and government.

PRI has also sponsored invited speakers on topics related to development and planning. In December, 1977, Hugh Denny, a noted geographer and community development specialist from the University of Missouri, presented information on polygonal mapping for staff agency personnel, public officials, and interested citizens. The staff had the opportunity the day following the presentation to pursue further Dr. Denny's mapping technique. In April, 1977, Ian McHarg, author of Design with Nature, gave presentations to WSU faculty and students, EWU faculty, and Spokane citizens. PRI co-sponsored McHarg's visit to the Northwest. In April, 1977, PRI also sponsored David Stea's presentation to planners, officials, and citizens on non-traditional forms of housing. Stea is an Associate Professor in the Architecture/Urban Design and Planning Department at the University of North Carolina and has pioneered work in human behavioral responses to physical environments.

Education and Materials Development

The educational and materials development program area is supportive of organizational development, inter-organizational coordination efforts, and project development. It also provides a mechanism for reporting on activities and ideas to audiences outside of PRI. Currently, products are being developed intended for programmatic use. Washington State University, the Northwest Regional Educational Laboratory, and Eastern Washington University are the major contributors in developing such program support.

Anticipated products can be classified into four categories: 1) published materials to support PRI's current programming needs, 2) the creation of new educational products of general use in addressing planning and development needs, 3) reports of activities of PRI to various audiences, and 4) published materials of an analytic nature which address the program and its various dimensions.

A draft of the Rural Futures Development and other Northwest Regional Educational Laboratory published materials adapted for PRI use has been distributed to the field program associates for review. These materials were originally developed for use in school districts to aid citizen participation in decision-making about local school issues. They have been adapted with community development emphasis. The core of these materials describes a means for group (community) problem-solving. They deal with strategies for community entry, group organizing, needs assessment, data analysis, implementation, and evaluation of community activities.

Additionally, the first draft of a program associate manual is

anticipated by the fiscal year's end. The manual is intended to provide an introduction to PRI and a clarification of the program associate's role. It will describe strategies and techniques needed to perform this role in connection with the program areas. The manual will also provide a resource guide for implementing the suggested strategies.

The Northwest Regional Educational Laboratory and PRI have developed for general use a short-course in group facilitation. The course is organized around four content areas: 1) improvement of communication skills, 2) how to build and maintain group effectiveness, 3) problem-solving in groups, and 4) leadership development in groups.

A number of other products of this general nature are in the offing. Materials developed for teaching a short-course on community development and planning are being organized for future utilization in similar activities. Eastern Washington University has made progress on a multimedia program designed to generate public awareness of planning issues in Northeast Washington.

Progress and activities occurring in PRI continue to be reported through the Annual Report and the PRI Forum Newsletter. The newsletter is a quarterly publication which now reaches over eight hundred organizations and citizens--up two hundred from last year.

Published materials of an analytic nature are found in three papers. First is a working paper considering various approaches to organizational development which might be employed by PRI. This document examines both structural change and human-relations models of organizational development. It suggests that possibly elements from each could be applied to

PRI organizational development work.

Second, a paper presented at the 1977 Rural Sociological Society meetings examines various facets of PRI. It describes the conceptual background which led to the formation of the program and briefly discusses the evaluation component of the program. The paper also examines program implementation by listing and describing a chronology of critical program events.

A third analytical paper developed during this year is a description of the evaluation design employed by the staff to assess the program. It examines the possible design approaches and recommends an inductive qualitative means for program evaluation. Based upon this recommendation, the paper details the dimensions along which such a qualitative evaluation should proceed.

II. PROGRAM ANALYSIS

This section of the Annual Report summarizes the major accomplishments of the second year and analyzes a number of issues which have emerged during two years of program activity. The first year was characterized by the building of agreements which solidified an organizational structure among participating public service agencies, educational institutions, and elected officials. The second year might be characterized as the implementation of the structure through local and regional projects, and the beginning of organizational development within the institutions of higher education to insure the future of the program.

Program development during 1977-1978 was guided by the goals and objectives contained in the Future Directions chapter of last year's report. Although a complete assessment of outcomes will not be available until the tabulation of results from recent surveys, some judgments can be made at this time. In the project development program area a number of projects have been completed; for the most part these involve direct education or training in the form of short courses, workshops, and presentations. The audiences for these have been varied, including: the general public, students, professional planners, agency personnel, and elected officials. PRI has been able to involve many individuals not directly associated with the program to give presentations and to serve in other capacities.

Several projects of a community organization or planning nature are underway. They require long-range commitments for completion. It is

these projects which are testing the capacity of PRI's structure to respond. Thus far, in addition to the program associates, members from each of the Sub-Regional Committees have worked on such projects. These are notable contributions. Members of the Sub-Regional Committees represent a wide variety of public service organizations and are giving their time not simply at monthly meetings but also to work on identified problems.

Thus PRI has been successful in identifying needed problem-solving skills among project participants and providing the necessary training. Likewise, PRI partners have assessed their capabilities to perform the variety of roles needed to assist local groups. They have served as catalysts, resource linkers, information givers, and process consultants during the course of their involvement. Less successful has been the effort to define the relationship between county rural development committees and PRI's sub-regional committees. Although many individuals have overlapping memberships, a more formal relationship has not been realized. Moderately successful has been the development of membership criteria by the sub-regional committees. At this time the only movement toward this objective has been the action taken by each committee with regard to invited participation in PRI. This, in only an ex post facto manner, deals with the objective.

Organizational development activity is promising to provide an interesting challenge to PRI in the coming years. The stage has been set and plans developed at WSU to provide an increased emphasis on public service. The Colleges of Agriculture and Education have begun to assume

proportions of the grant-funded appointments. Two curricula proposals and a proposal for a continuing education facility are strong complementary developments. At Eastern Washington University similar developments have occurred. EWU has increased its direct faculty support of PRI and also has proposals which would complement PRI programming concepts. PRI has also had the opportunity to consult with Wenatchee Valley College over efforts to enhance its community service program.

PRI has been involved in organizational development activity within those partner agencies that have expressed an interest in our assistance. The anticipated involvement with the State Rural Development Committee in an exploration of improving state and federal agency support to rural planning and development has not been realized in a formal sense. Despite many meetings with committee members the focus of attention has been on the development of a Pacific Northwest Rural Development Leaders School rather than on organizational analysis and change. A more appropriate time might be the answer.

Each of the other objectives anticipated for this year have received considerable attention as detailed earlier in this report. However, for PRI to continue its success, increased attention will have to be given in the coming year to creating greater visibility and awareness of PRI goals and accomplishments among key administrative and legislative leaders.

The plan proposed for 1977-1978 in the inter-organizational coordination program area was most ambitious. Without sufficient data to judge participants' perceptions or satisfaction with this category of activity, the analysis must relate to the stated objectives contained in

last year's report. As noted earlier in this document, attention is being given to the structure and operation of the Regional Coordinating Committee, and likewise to the program associate's joint appointments, participation in the PRI Public Forum, and communication strategies. In fact, program activity has been conducted successfully in each of the items suggested by the objectives. This has been possible primarily by the planned diversity in the program. Although the Regional Coordinating Committee maintains overall program management and accountability, considerable latitude is given to the sub-regional committees to develop activities specific to their geographic area.

The ready availability of printed sources appropriate to local project activity has made the creation of this kind of educational material less crucial than anticipated. However, there has been some desire expressed by PRI members for some of the materials to be adapted to specific PRI needs. This is being done as noted earlier. Several bibliographies have been distributed. Much of the development of multimedia packages and correspondence courses on rural planning and development is underway at Eastern Washington University. This category of program activity, and particularly the development of an overall training design, has not gone in the direction anticipated. In large part, PRI has discovered that the distribution of materials and the development of training modules has been even more informal than was expected in the proposal design.

With the progress which has been made in these program areas, the question arises: What have been some of the major issues over the past two years as the program has grown and what can be expected as the important

issues in the coming years? The formation and growth of a program carries with it experiences which if examined carefully may provide guidance for future decisions. The remainder of this section discusses some of these issues.

Project Activity and Organizational Development within Institutions of Higher Education

Over the course of the past two years, participants have discussed the strategy that projects would be a means of testing the capacity of educational institutions and public service agencies to respond to identified needs. To some extent it can be said that PRI has successfully demonstrated a response to locally defined needs. The listing of project activities in the previous section clearly supports this. PRI is responding through its established structure to service these requests.

At issue is whether project development sufficiently tests a response from units other than those formally assigned responsibility through the grant. In other words, can we expect that through project development, organizational development will occur particularly within the higher educational institutions? The answer seems to be that projects of a community development nature do not directly test the response capacity of the educational institutions. These projects use a strategy which seeks a "self-help" solution to problems prior to seeking external assistance. Community development has as its strategy the exhaustion of all local resources and moves toward solution by this process. Program associates are turning to local, county, regional, and other resources and finding

them largely sufficient.

On the other hand, PRI has had success with involving faculty and agency professionals in projects which are thematic and educational in nature rather than community development oriented. The PRI Public Forum is a good example. At the forum, both educational and agency personnel not usually associated with the program presented and discussed issues. At present, it does not seem that extended faculty involvement in projects is likely. Whether more involvement other than through thematic and educational projects can be obtained remains a question.

Identification and Selection of Project Activities

The issue of selection criteria, which was discussed last year, has become more salient during the past year with the increasing number of projects. Among PRI staff, the Regional Coordinating Committee, and the Sub-Regional Committees a number of discussions have been generated concerning the selection of projects relevant to PRI's desired program direction. What types of projects are acceptable and who makes decisions on acceptability have been major points in these discussions. These are normatively generated and value-based decisions which carry important implications for PRI because these projects commit program resources and dictate the nature of program.

In order to resolve such problems, a uniform set of guidelines was developed in the first year by the existing Policy Council. In practice, the guidelines for the selection of projects have not been adequate to assist Sub-Regional Committees in choosing projects. The guidelines do

not discriminate among the various project opportunities sufficiently. As a result, most project-selection initiative comes from recommendations of field-based program associates. PRI remains without a uniform policy guide for the selection of projects, but rather with a somewhat ad hoc procedure dependent upon program associate recommendations to the Sub-Regional Committees and their approval.

Role of the Field-Based Program Associate

PRI has been working to develop a new role over the past two years--the field-based program associate. We have been fortunate in negotiating joint appointments between WSU and the community colleges and to locate these at the community colleges. In examining this role, one point might be made. The program associate assignment is perceived to be not unlike the assignment of the Cooperative Extension CRD agent. However, what differentiates this role is: 1) the policy and advisory body to which it is responsible, i.e., the Sub-Regional Committee, and 2) the joint-appointment arrangement. Thus, we have an organizationally different arrangement and also a performance difference. Program associates are trainers-for-change agents. Whether these role features are viable in the future will have important implications for the degree to which something different in programming concept has been accomplished within this facet of PRI.

Strengthening Higher Education Institutions' Public-Service Roles

The portion of this Annual Report discussing organizational development suggests significant contributions are occurring at Washington State

University and Eastern Washington University in direct support to PRI as a program and to public service in general. Also, Wenatchee Valley College is looking toward an enhanced community service role, and PRI may have an opportunity to assist in planning for such change. Some observations about PRI's approach and, thus far, success in establishing the acceptability of its programming concepts seem in order. These remarks are directed primarily toward WSU as the lead institution in the grant proposal.

PRI staff members do not operate from positions of power within the institutions with which they are affiliated. PRI is not a normal unit assignment for staff but rather a funded program with staff, and it is still seeking a clearly defined position within the university structure. The dilemma with which PRI staff struggle is how to establish the program in some form as a permanent unit within the university. Administrators and faculty must be convinced of the utility of the program for such to occur.

To accomplish this objective a number of approaches have been taken at WSU. Both initial structures have remained--the WSU Administrative Council and the Advisory Committee--and their members kept informed of PRI activities and plans. In the first year, reports were made to WSU faculty on activities of PRI; however, these have not been continued. Individual initiative by the Program Administrator with members of the Administrative Council and Advisory Committee has been this year's primary approach and has led to a reaffirmation of support for the PRI effort. Substantive support is evident in previously discussed adoption of FTE's by the Colleges of Agriculture and Education. Nevertheless, there remains a separateness between the PRI

faculty assignments and the university units from which they originate. The PRI faculty and their activities are viewed apart from the mainstream of the parent units. The challenge remains to devise means for inducing a greater degree of integration between PRI and the university units essential to the PRI program and to an expanded public service role of the university.

Coordination among Participating Organizations

A fundamental assumption in PRI has been that in many instances public service organizations operate without the knowledge of each other, thereby often duplicating services. To address this problem, PRI has encouraged a spirit of cooperation among participating organizations. At the Sub-Regional Committee level and in the Regional Coordinating Committee diverse service agencies work together in a common program. Cooperation and coordination are exemplified by the establishment of these structures. In addition, the clearing-house function in each sub-region provides an opportunity to reduce duplication and disseminate information among many agencies.

An important issue is the optimal level of coordination needed among participating organizations. That is, how do we know when for a given activity or under certain circumstances optimal levels have been reached?

To analyze this question it helps to think of levels of coordination. Last year's Annual Report described nine levels of coordination, from awareness of the existence of other organizations through planned,

overlapping boards, and the joint setting of policies.* Three dimensions of coordination might be analyzed with respect to these levels: 1) the points within the hierarchies of the participating organizations at which coordination is occurring, 2) the quality of the interaction given the level at which it is occurring, and 3) the frequency of interaction.

Currently, coordinative activities are occurring at the action level and only rarely at the policy level within PRI-participating organizations. At the action level within the separate organizations we find regular exchanges of program information and the beginnings of planned participation on projects. As yet, on the policy level, there exists an awareness of other organizations with some program acquaintance. There are planned activities but infrequent. The question remains: What are optimal coordination activities among the participating organizations and at what point within their hierarchies should coordination occur?

Changing Environment and PRI

The external environment in which PRI works is continually in a state of change, while, at the same time, changes occur internally within the program. Both kinds of change have implications for the program. In many instances, the key to program successes or failures is how response

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* The nine levels reported last year: 1) Awareness of the existence of other organizations, 2) Acquaintance with programs and activities of organizations, 3) Informal communication among personnel, 4) Limited exchange of program information, 5) Planned provisions for sharing of information, 6) Exchange of personnel, resources, and materials, 7) Planned participation on projects, 8) Joint development of budgets/use of resources, 9) Planned, overlapping boards, joint setting of policies.

to these changes is managed. We refer here to instances of change which are unplanned and essentially out of the control or influence of the program.

For instance, one external change which has clearly affected the program is the turnover in college presidents. In the last two years, Eastern Washington University and all three community colleges have acquired new presidents. It is fortuitous for program continuity that in each case the president's programming aims are in concert with PRI. But without noting this conjunction, opportunities would have slipped away. Knowing the orientation of these presidents and making efforts to work with them has benefited the program immensely.

Internally, PRI must also cope with change of an unexpected nature. Maintaining program continuity in these cases is very important, especially with a program in its beginning stages. We have in less than two years lost two of the three field program associates. In addition, the program associate for evaluation has left. Other than staff, changes of individuals on the various committees have occurred. It is important that these occur without disrupting the services being offered, particularly those in the field. Participants' expectations have been heightened with the beginning of several projects which require rather intensive follow-up for their successful completion. When staff leave a smooth transition is important, and, thus far, PRI has been able to deal with such changes.

In summary, there is planned change as with the organizational development efforts and also unplanned change both external and internal to the program. The latter category of change will constantly be occurring. One

of the most important challenges of PRI is to recognize these changes and, through that recognition, advance programming aims.

FINANCIAL MANAGEMENT

The pattern of financial support for the operation of the Partnership for Rural Improvement reflects the commitment of many agencies and institutions to share in this investment in rural planning and development. The W. K. Kellogg Foundation released the second installment of grant funds to Washington State University in September of 1977. This was done after receipt of the 1977 Annual Report and the certified financial statement. These funds were complemented by the continued contributions of members of the partnership. As with last year, these agencies and institutions made heavy investment in PRI via faculty release time, goods and services, and other indirect costs.

Exact figures on the contributions of members of PRI are not available. However, a conservative estimate of released staff time is $75,000.00. This reflects a 25% increase over last year. Much of this increase is attributable to the members' participation in community-based projects and workshop activities. Contributions of goods and services and indrect cost support are estimated to exceed $250,000.00. The addition of another field-based program associate headquartered at Wenatchee Valley College and the increased commitment at Eastern Washington University account for much of this increase. In addition, most of the program activity of the Title V project (Rural Development Act of 1972) at Washington State University was associated with PRI.

It has been the willingness of the various agencies and institutions to contribute to the support and operation of PRI that has caused the

program to anticipate a budget surplus this year. A criteria oft repeated in policy and advisory sessions in the partnership is that grant funds should be used for those costs the members cannot manage on their own. This philosophy, which permeates the program, will result this year in four out of the five sub-contracts using fewer funds than were available to them.

The major contractual service agreements in operation during 1977-1978 were with the same parties as was the case the previous year. In each situation the contractual arrangements were amended to reflect the additional amounts. The parties holding contracts are Big Bend Community College ($31,500.00), Eastern Washington University ($31,500.00), Northwest Regional Educational Laboratory ($42,500.00), Spokane Community College District 17 ($27,175.00), and Wenatchee Valley College ($26,500.00). The community colleges continued to serve as fiscal agents for their respective sub-regions.

In addition to the reasons for under-expenditure cited above, other explanations are: 1) the savings in salary funds which accrued during recruitment periods caused by staff turnover, 2) the failure to use external consultants at the rate anticipated, and 3) the decision to spread equipment purchase over the four-year period. In one budget category, fringe benefits, expenditures exceeded the amount anticipated in budget projections. This was caused by increases in benefits not provided for in the original proposal request.

Budget detail, including the certified financial statement prepared by officials at Washington State University and the projected budget for

1978-1979, is listed in the appendices. At its recent May 31, 1978 meeting the Regional Coordinating Committee approved the plans for 1978-1979 and the supporting budget. The projected budget reflects the priorities established by this committee.

V. FUTURE DIRECTIONS

The fundamental purpose for the establishment of the Partnership for Rural Improvement, and its overriding goal, is the development of a model which links the providers of public services with the users of those services. At the heart of PRI is the attempt to build a linkage system which connects the research and development of knowledge about rural improvement with the dissemination and use of that knowledge. The design of such a model will take into account interaction between agencies and institutions having different functions in rural improvement but will also strengthen relationships among those having similar functions.

With the close of this fiscal year on June 30, 1978, PRI completes its second year and the mid-point of W. K. Kellogg funding. As has been noted earlier in this report, the strategy used by PRI in its approach to model development is inductive. It is experiential. However, as the partnership enters this next year even greater attention will be given to identifying the things learned from the experiences in rural planning and development and to developing testable hypotheses for future PRI work. This process has begun as the section in this report entitled "analysis and evaluation" suggests. The intent is to examine in detail those features of knowledge-building, -practice, and -use which hold the most potential for rural improvement in northcentral and northeastern Washington. Equally important will be the testing of hypotheses regarding the organizational and structural components of this linkage model in order that the concepts of collaboration and integration in rural planning

and development may be carefully examined.

To this end, representatives of member agencies and institutions in the Partnership for Rural Improvement have participated in formulating the objectives for 1978-1979. In the following sections these objectives are listed by the four program categories thought to operationalize best the major mission statements of PRI. These statements contained in the grant proposal are:

1. The Partnership for Rural Improvement will attempt to develop and evaluate approaches to providing communication, educational, and organizational linkages among educational institutions, public service agencies, and local jurisdictions. PRI will improve existing linkages in rural planning and development and organize new linkages where effective coordination does not now exist.
2. The Partnership for Rural Improvement will attempt to increase the effectiveness of cooperating institutions and public service agencies in contributing to organization and support of rural planning and development activity.
3. The Partnership for Rural Improvement will continue its attempt to strengthen the capacity of elected and appointed public officials and other interested citizens to accomplish rural planning and development.
4. The Partnership for Rural Improvement will prepare educational and training materials which contribute to the achievement of the partnership's objectives. In addition, PRI will develop and disseminate products of the program for use outside the PRI region.

Each of these mission statements addresses critical components of the evolving model. Thus not only do they offer program planning and management convenience, but they provide guidance to an orderly search for an improved model as well.

Inter-organizational Coordination

PRI has an ongoing commitment to monitor and strengthen its organizational and operational structure and to encourage inter-organizational coordination of public service delivery. The focus of activity for this program area during 1978-1979 will be to:

1. Explore the potential for expanding membership in the Regional Coordinating Committee to broaden representation and participation in PRI.
2. Hold a conference of institutional and agency leaders to report on PRI findings and to move member partners to a higher level of commitment to collaboration.
3. Form a task force/study group which examines barriers and obstacles to inter-agency coordination and formulates recommendations on appropriate levels of coordination.
4. Establish a task force of education partners on the merits of a "community service unit" as a mechanism for legislative funding of public service activity in educational institutions.
5. Continue the study of the community education model as a mechanism/process for expanding inter-organizational coordination within PRI.
6. Continue the examination of successful models and experiences

used to facilitate coordinated public service delivery.

7. Continue the assessment of existing communication strategies within the partnership, especially focusing on improving communication among the sub-regional committees and the total partnership.

8. Explore various options for involving K-12 public education leadership in community and regional development efforts.

9. Identify one local project on which to develop a case study which shows how PRI partners coordinated their activities to provide rural services.

Organizational Development

There is a continued dedication in PRI to developing increased capacity in member partners to respond to rural needs and opportunities. This involves (a) examining and testing alternative organizational arrangements for public service delivery, (b) providing training for institutional and agency staff on the solution to problems and the organization of public services, and (c) broadening organizational support for individuals participating in PRI. Many of the activities planned for 1977-1978 will continue. In addition, however, special attention in program direction for 1978-1979 will be to:

1. Implement the organizational development strategy agreed to at Washington State University either in conjunction with or, if need be, independent of a continuing education facility proposal.

2. Assist in the development of a public service programming model

in the School of Public Affairs at Eastern Washington University.

3. Formulate, in cooperation with the Office of Superintendent of Public Instruction at the Northwest Community Education Development Center, a proposal for a community education/community development option and the MACE Program at WSU for consideration by the appropriate officials.

4. Continue the assistance to Wenatchee Valley College in its planning process currently underway.

5. Continue exploratory discussions on organizational development opportunities with the State Rural Development Committee and selected administrators of other agencies and institutions involved in PRI.

6. Initiate discussions with the administrators of member organizations regarding continued funding of PRI activities.

Project Development

Members of the Partnership for Rural Improvement have a commitment to the ongoing task of working with community groups to solve problems of their concern. PRI will therefore continue to (a) identify rural planning and development opportunities for PRI involvement, (b) explore alternative strategies for the accomplishment of selected projects, (c) examine various organizational arrangements demanded by the projects, (d) assess the development resources needed and available, (e) implement the plans of action, and (f) evaluate the outcomes.

In addition, there is a need for projects dealing with either major construction developments having regional impact potential or with public

policy issues of a regional nature. PRI will actively search for its appropriate involvement in these areas as well. Detailed program activity for community-based projects is available in the sub-regional plans presented to the Regional Coordinating Committee on May 31, 1978. The specific objectives for 1978-1979 are to:

1. Continue community problem-solving projects.
2. Test the roles of paraprofessional and student intern in the provision of resource support to project activity.
3. Further refine the role of the field-based program associates, especially in relationship to the functions of the sub-regional partners.
4. Provide leadership training for public officials and interested citizens either through the PRI co-sponsored Northwest Rural Development Leaders School or other PRI-sponsored sessions.
5. Provide training for the PRI staff and interested representatives of member partners on planning processes and process consultation.
6. Organize two region-wide task forces on public policy/affairs issues selected by the Regional Coordinating Committee (or its replacement) and report results to the appropriate bodies.
7. Focus PRI activity on at least one regional impact project within the PRI region and coordinate the service delivery of interested partners who have a role in assessing the economic, social, and political impacts of the development.
8. Plan and conduct the annual PRI Public Forum.

Education and Materials Development

PRI will continue to distribute existing rural planning and development materials to its members and adapt materials already published to fit PRI needs. New materials and program products will be developed and other means of presenting information about the progress of model development through PRI will be used. Specific activity in this program area for 1978-1979 will be:

1. Distribute and/or develop a variety of handbooks or brochures on the processes of community problem-solving and inter-organizational coordination.
2. Compile a notebook for the partners of information about each area agency and institution's efforts, capabilities, and accomplishments in community development (Central Sub-Region).
3. Make available community or rural development literature through the North Central Regional Library (Western Sub-Region).
4. Prepare scholarly articles, both by PRI staff and PRI partner representatives, on various aspects of the PRI-linkages model.
5. Continue to present papers and give addresses at conferences and professional association meetings on activities of the partnership.
6. Publish the products of the regional task forces on significant public-policy issues facing rural Washington.

ANNUAL FINANCIAL REPORT TO W. K. KELLOGG FOUNDATION

14K-4107-0160

EXPENSE STATEMENT FOR 12 MONTHS ENDING June 30, 1978				NEXT YEAR'S BUDGET	
I Approved Budget (line items per commitment letter, proposal, or approved revision)		II Actual Cash Expenditures of WKKF Funds for Year	III Differences Between I & II	IV Approved Budget for Next Year	V Proposed Budget for Next Year (if different from IV
Salaries and Wages	$105,166.85	$ 95,175.87	$ 9,990.98	$ 79,400	$ 89,390.98
Fringe Benefits	17,242.97	16,581.49	661.48	11,910	12,571.48
Contractual Services	203,696.47	175,502.90	28,193.57	137,500	165,693.57
Office Supplues & Materials	8,030.23	7,710.73	319.50	6,000	6,319.50
Travel	16,476.17	13,304.67	3,171.50	15,000	18,171.50
Audio Visual & Office Equip.	4,690.63	2,513.92	2,176.71	1,000	3,176.71
	$355,303.32	$310,789.58	$44,513.74	250,810	$295,323.74

FUNDS AVAILABLE DURING THE PAST YEAR	
Prior Year's Cash Balance	$ 76,393
Kellogg Payment	278,910
Grantee Support	
Other (specify)	
TOTAL	$ 355,303

Proposed Budget for Next Year - WKKF	$ 295,323.74
Less Kellogg Cash Balance	44,513.74
Proposed WKKF Payment	$ 250,810.00

NOTE:

Detailed explanations should be given for substantial deviations in actual and/or proposed expenditures from originally approved budget items.

The Foundation provides support on a cash receipts and disbursements basis. We consider pending obligations as unexpended, and therefore they should be included in the budget for the following year.

I hereby certify the above expense statement and resulting cash balance to be correct.

Grantee: Washington State University

J.D. Hamel

Chief Financial Officer (signature)

J.D. Hamel,
Assistant Vice President-Finance
Title

Richard Hagood

Project Director (signature)

Richard Hagood
Program Administrator
Title

July 31, 1978

Date

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PARTNERSHIP FOR RURAL IMPROVEMENT

Projected Budget

1978 - 1979

SALARIES AND WAGES		115,422.23
Cash Balance	9,990.98	
Approved Budget	79,400.00	
WSU	26,031.25	
FRINGE BENEFITS		18,558.66
Cash Balance	661.48	
Approved Budget	11,910.00	
WSU (23%)	5,987.18	
CONTRACTUAL SERVICES		165,693.57
Cash Balance	28,193.57	
Approved Budget	137,500.00	
OFFICE SUPPLIES AND MATERIALS		6,319.50
Cash Balance	319.50	
Approved Budget	6,000.00	
TRAVEL		18,171.50
Cash Balance	3,171.50	
Approved Budget	15,000.00	
AUDIO VISUAL AND OFFICE EQUIPMENT		3,176.71
Cash Balance	2,176.71	
Approved Budget	1,000.00	
TOTALS		
Cash Balance	44,513.74	
Approved Budget	250,810.00	
WSU	32,018.43	
Proposed Budget Total (78-79)	327,342.17	327,342.17

NOTES:

- Cash balance refers to funds remaining at WSU after the completion of fiscal year 1977-1978.
- Approved budget refers to funds agreed to between WSU and the W. K. Kellogg Foundation either in the initial proposal budget or through subsequent agreements.
- The funds categorized by "WSU" refer to direct budget contributions to PRI from university resources.